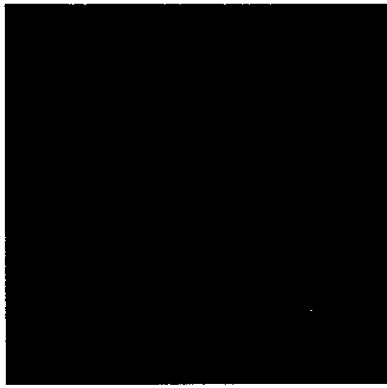


- *The Co-op grain elevator and the Burlington Northern tracks, symbols of Waverly's origins as an agricultural community.*



## **An Introduction to the Waverly Plan**

Waverly is a city of enterprise located along transportation routes of national importance. It has secured major businesses and employment, while maintaining the best traditions of small town living.

The Waverly Plan is designed to provide a comprehensive vision of the city's future. It is a future based on taking action that will improve the lives of the city's residents and make the city uniquely attractive for potential growth.

Nebraska's cities live in a changing social and economic environment. The City of Waverly has successfully transitioned from an economy based primarily on agriculture to a more diversified, industrial economic structure. Waverly faces important opportunities as it positions itself for additional residential and industrial growth in the next century.

Waverly offers an excellent quality of life, offering the best of residential settings in a small community. The city offers the intimacy of a small town, yet enjoys the employment opportunities and conveniences of metropolitan living. Waverly is also strategically located along major regional and national transportation routes. The community has pulled together to execute such community improvement projects as Wayne Park and Jaycee Park, both outstanding recreational facilities. Now, a new vision of Waverly can further unify the city and assure its continued strength.

This comprehensive development plan for Waverly has two fundamental purposes. The first provides an essential legal basis for land use regulation such as zoning and subdivision control. Secondly, a modern comprehensive plan presents a unified and compelling vision for a community, derived from the aspirations of its citizens, and establishes the specific actions necessary to fulfill that vision.

**■ Roles of a  
Comprehensive Plan****• *The Legal Role***

Communities prepare and adopt comprehensive plans for legal purposes. Cities adopt zoning and subdivision ordinances to promote the "health, safety, morals, or general welfare of the community." Land use regulations such as zoning ordinances recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its extra-territorial jurisdiction.

However, cities may not adopt land use ordinances without first adopting a comprehensive development plan. This requirement derives from the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the city should grow. The Waverly Plan, then, provides the ongoing legal basis for the city's continuing power to regulate land use and development.

In using this plan, it is important to recognize that the policies and recommendations contained here are guidelines and targets for community development. As such, implementation is shaped and phased by many factors over time. Thus, the plan is not meant to be a rigid blueprint, but is an initial, comprehensive policy statement which will be embellished and shaped by future events. This plan, then, should be a flexible, living tool, adapted and modified over time to remain vital and relevant.

**• *The Community Building Role***

A comprehensive development plan has an even more significant role in the growth of a community. The plan establishes a picture of Waverly's future, based on the participation of residents in planning their community. This vision is particularly crucial at this time in the community's history. Beyond defining a vision, the plan presents a unified action program that will implement the city's goals. Indeed, the plan is designed as a working document - a document that both defines the future and provides a working program for realizing the city's great potential.

## ■ The Planning Process

## ■ The Planning Process

The Waverly Plan culminates a planning process that involved citizens of the city to define its future. This process was coordinated by a Planning Coordinating Committee, representing a wide variety of interests in the community. The first part of the process involved a three-part strategic planning program, designed to assess the city's current position; establish visions and goals for Waverly's twenty-year future; and consider an action program necessary to achieve that vision. Members of the community were invited to participate in the strategic planning process through a series of community workshops.

### • *Assessment*

In assessing the city's situation, participants defined the most important issues that would face Waverly within the next five to ten years. Participants identified the following issue areas as most crucial to the city:

- Industrial attraction, economic development and job creation.
- Housing, including directions for residential growth, development of apartments and townhomes, as well as opportunities for upper and middle income households to find move-up housing in Waverly.
- Education and the youth, including improvements to the community's junior/senior high school building.
- Business growth and retail development.
- Continuing to meet the financial needs of the community, including needs for improvements to education facilities.

In addressing these vital issues, participants in the planning process identified the following as key community strengths:

- Outstanding location along US 6 and I-80, with easy access to the Lincoln metropolitan area.
- Excellent community schools and civic organizations.
- Strong community cohesiveness within a friendly town with opportunities and a good quality of life.

## ■ The Planning Process

- A broad industrial base with good local small businesses.

On the other hand, participants identified the following issues as important liabilities or problems:

- Lack of affordable housing, and new quality housing.
- Division of the city by the railroad/highway corridor.
- Proximity to Lincoln.
- Lack of support for building improvements for secondary education; a large district with a comparatively small revenue base.
- Inability to provide facilities and opportunities for youth.
- High Taxes.

The community assessment and visioning process led to the completion of an interim report. This report summarized the results of the strategic planning program. It identified six specific issue areas, including:

- Housing and Development
- Community Image
- Economic and Retail Development
- Land Use and Urban Form
- Transportation and Infrastructure
- Quality of Life

The plan also developed specific priorities, goals, and actions for each of these broad issue areas. The strategic plan provided the foundation for this detailed comprehensive plan document.

## ■ Approach and Format

### ■ The Comprehensive Plan: Approach and Format

The comprehensive plan takes a thematic and goal-oriented approach to the future development of Waverly. The plan establishes five development themes for the city, corresponding to its most important strategic issues. The traditional sections of a comprehensive plan, such as land use, housing, infrastructure, and transportation, are organized as components to these inter-disciplinary themes. This enables the plan to tell the story of the city's future development and presents an integrated program for the city's growth.

Each development theme for Waverly makes up one chapter of the comprehensive plan. The five themes are:

■ Approach and Format

**1. A Share of Growth in the Region**

This theme considers Waverly's role in its region and its unique role in the metropolitan economy. Important issues discussed here include economic development, retailing and regional transportation.

**2. An Expanded Housing Supply**

This theme considers one of Waverly's most critical issues - its supply of housing. It examines the city's housing markets in detail and presents a comprehensive strategy to improve housing production and affordability in the community.

**3. A Quality Environment for Growth**

This theme analyzes the urban form of Waverly and presents a city development concept that accommodates growth while respecting the traditional development patterns of the city. It further examines demands for residential, commercial, and industrial land during the next twenty years and presents a detailed land use strategy designed to maximize development potential in Waverly.

**4. Quality Public Services and Infrastructure**

This theme examines the quality of infrastructure, public facilities, and parks within Waverly. These facilities are vital to the city's ability to support growth and serve present and future residents. A detailed assessment of each public facility and park is presented, along with a specific program for facility development.

**5. A City of Strong Neighborhoods**

This theme examines the housing and neighborhood conditions of each part of Waverly and presents strategies to assure that each area maintains a state of health.

**6. How the Five Themes Work Together**

This chapter unifies the previous themes and establishes Future Land Use patterns that the Plan will shape over time. A Future Land Use Map, a Policies Map, a Short-Term Work Program, and an Implementation Schedule are provided to guide the City in working toward the realization of the Plan.

■ Approach and Format

Each chapter is presented in a uniform, easy-to-follow way. The four sections contained in each chapter include:

- **An Introduction** to the theme.
- **Goals.** This section sets forth the general goals for community building that the theme will address.
- **Facts and Analysis.** This section provides a detailed analysis of the facts, issues, and trends that affect the fulfillment of each theme. The Facts and Analysis section provides extensive information and statistics that provide a useful basis for decisions and policy development.
- **Policies and Actions.** This section presents the program of detailed actions necessary to fulfill the theme and its goals. A final chapter discusses how the seven themes work together and provides an implementation and phasing program for the overall plan. Our hope in developing this plan is that it will provide Waverly with the planning tool that it needs to realize its exciting and distinctive future.

- *Waverly's water tower on the south eadge of town.*



- *A Midtown Waverly neighborhood.*

